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ABSTRACT

Undertaken as a preliminary to a wider examination of future library development in Great Britain, this study of the organizational and policy framework within which libraries of all kinds will be able to cooperate efficiently in a coordinated library service gives particular attention to the roles of central government institutions and the Library Advisory Council. The report reviews the extent of existing central and local government responsibilities for library and information services, discusses the problems of coordination and policy making, identifies possible frameworks for a coordinated service, and concludes with specific recommendations. A proposed outline of an annual report to Parliament, relevant correspondence, and a glossary of acronyms are included. (FM)

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FUTURE DEVELOPMENT OF LIBRARIES

The Organisational and Policy Framework

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A report by the Library Advisory Council

1979

MEMBERSHIP

The Report was prepared for the Library Advisory Council by a working party established in July 1978. The membership of the working party was as follows:-

Mr D M Shapiro	Chairman	(Reader in Government, Brunel University)
Mr T I Bell		(Librarian, Bank of England)
Mr R Brown		(County Librarian, Cambridgeshire)
Mr F D Cole		(Director, Libraries and Arts, Camden)
Mr J C Gray		(Director, Research and Development Dept, British Library)
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LIBRARY ADVISORY COUNCIL (ENGLAND)

FUTURE DEVELOPMENT OF LIBRARIES: THE ORGANISATIONAL AND POLICY FRAMEWORK

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The following acronyms and abbreviations have been used in the report:

ACACE	Advisory Council for Adult and Continuing Education
BEC	Business Education Council
CNAA	Council for National Academic Awards
COPOL	Council of Polytechnic Librarians
DHSS	Department of Health and Social Security
EEC	European Economic Community
ICCSTI	Inter-Departmental Co-ordinating Committee for Scientific and Technical Information
OECD	Organization for Economic Co-operation and Development
SCONUL	Standing Conference of National and University Libraries
UGC	University Grants Committee
UNESCO	United Nations Educational, Scientific and Cultural Organization
Atkinson Report	University Grants Committee. Capital Provision for University Libraries: Report of a Working Party, 1976.
Bullock Report	Department of Education and Science. A language for life: report of the Committee of Inquiry appointed by the Secretary of State for Education and Science under the chairmanship of Sir Alan Bullock, 1975.
Dainton Report	Department of Education and Science. Report of the National Libraries Committee, 1969. (Cmnd 4028)
Kenyon Report	Board of Education. Public Libraries Committee. Report on public libraries in England and Wales, 1927. (Cmnd 2868).

Section 1: INTRODUCTION

TERMS OF REFERENCE

1. 1. To undertake, as a preliminary to a wider examination of future library development, a study of the organizational and policy framework within which libraries of all kinds will be able to cooperate most efficiently and effectively in a coordinated library service; giving particular attention to the roles of central government institutions and the Library Advisory Council.

2. To submit a report to the Council at its meeting on 26 April.

ORIGINS OF THE PRESENT REPORT

2. At its first meeting in 1978 the Library Advisory Council embarked upon a comprehensive study of the needs and other pressures which would influence the future development of the country's library services, having particularly in mind:

1. The changing objectives of libraries of different kinds, and the inter-action between them.

2. The likely impact of technological development on library and information services.

3. The need to make accessible an increasing wealth of books and information.

4. Constraints on public expenditure, which in the foreseeable future would make it imperative to achieve the maximum return on investment in the provision of effective library and information services.

5. The present lack of machinery for the national planning and coordination of library services, or for the formulation of policy.

3. A working party was appointed in July 1978 to determine what data, if any, should be called for in addition to papers already available to the Council, and to make recommendations as to the best method by which further study might be undertaken.

4. When the working party's report on these matters was submitted in November 1978, the Council also had before it the Eighth Report of the Expenditure Committee of the House of Commons which discussed, inter alia, provision for libraries, and included the following recommendation:

> "that the DES should set up a Committee to examine as a matter of urgency, the whole relationship between the Department, national, public, university and other libraries and library advisory councils".

The report expressed the view that the committee which it advocated

> "should aim to achieve coordination in library policy, in library and information resources, technical services and uniform standards and formats, both bibliographical and technical (including the international aspect). Attention should be given to achieving a more even provision of services throughout the country, by helping those library areas which are backward in provision, and by stimulating those local authorities which have made disproportionate cuts in their library services to restore the balance".

5. The Library Advisory Council, while accepting the need for an enquiry on the lines recommended by the Expenditure Committee, considered that it should embrace libraries and information services of all kinds throughout the United Kingdom, and was therefore beyond the scope of the Council as at present constituted. Nevertheless, the Council recognized its responsibility as a statutory advisory body, and considered that it was well able to undertake the first stages of such an enquiry. The present working party was therefore asked to prepare an interim report, under the terms of reference already recorded.

THE INTERIM REPORT

6. The report which follows reviews the extent of existing central and local government responsibilities for library and information services, discusses the problems of coordination and policy making, identifies possible frameworks for a coordinated service, and concludes with specific recommendations.

7. In our work we have been conscious of two restrictions that need emphasis at the outset. First, as noted in paragraph 5, we are a Working Party of an English advisory body although library services have a United Kingdom dimension. In general we have refrained from pursuing topics across the borders of England. Second, library and information services are inextricably linked; nevertheless our references to information are in the context of library services and exclude information services provided by agencies other than libraries.

8. As a working party charged with making a rapid interim report we have not presumed to call for evidence from outside bodies. We have, however, profited greatly from memoranda sent to us by the Library Association and COPOL, from study of material put together by SCONUL and also from the evidence given to the Education and Arts Sub-Committee of the House of Commons Expenditure Committee.

9. We have also reviewed material on foreign organisations and projects, including particularly the following documents:

Alphonse F Trezza (Executive Director, US National Commission on Libraries and Information Science, Washington DC) - Towards a national program for library and information services: progress and problems. Paper presented at the 51st Aslib Annual Conference, University of Lancaster, September 1977.

US National Commission on Libraries and Information Science - Prospects, Possibilities and Alternatives for Federal Support of Libraries and Information Services: Design for the 1980's. July 1978.

Scientific and Technical Information Provision in Sweden: proposal for new organization. Report submitted by two Swedish Government Commissions, 1977. Stockholm, 1978.

Netherlands Centre for Public Libraries and Literature. Libraries and Documentation Centres in the Netherlands, 1978.

Reference was also made to material made available to a conference held in Pittsburgh in November 1978: Toward the White House Conference: The Structure and Governance of Library Networks in Light of a Developing Technology.

Section 2: THE EXISTING PROVISION OF LIBRARY AND INFORMATION SERVICES

THE NATIONAL NEED

10. The rich and varied pattern of library and information provision in this country results from a long process of evolution. The main influences which have shaped existing provision have been the strength of demand and the driving force of individuals, but financial and political forces and chance benefactions have also played their part. Needs continue to change, and it is important that the process of evolution should continue in such a way that the services provided match those needs.

11. The complexities of modern life are increasingly characterized not only by an explosion in the amount of recorded information, but by the need to have ready access to this information. This need exists for individual citizens if they are to play a full and effective role in society, and for institutions, organisations, government agencies, commercial concerns and manufacturing industries. Failure to provide adequate access to the vast range of information now available can freeze attitudes, hold back development, blunt efforts to improve the country's economic performance, and result in misdirected energies and duplicated research. Neglect of a country's library and information resources is bad management.

12. This basic need was underlined by the Unesco Intergovernmental Conference on the Planning of National Documentation, Library and Archives Infrastructures in 1974 as follows:-

> "Information is an essential part of a nation's resources and access to it is one of the basic human rights....information is not only a national resource vital for scientific and economic progress, but also the medium of social communication. The personal, vocational and social development of the individual depends on the amount, quality and accessibility of information to such a user. The ultimate aim of an information policy must, therefore, be an informed society."

THE NATIONAL PROVISION

13. To illustrate the multi-faceted nature of existing provision we identify the main elements in the present pattern of services, the different governing and funding arrangements and the extent of statutory responsibilities and control.

The British Library

14. The British Library was established by the British Library Act 1972 as an independent corporate body, amalgamating a number of previously separate libraries and organizations to form a central national library providing a range of supporting services. It is the most important unit in the fabric of library and information services in the United Kingdom. It operates through a number of divisions and departments, notably the Lending Division, Reference Division (including the Science Reference Library), Bibliographical Services Division, and the Research and Development Department. Management of the library is the responsibility of the British Library Board, members of which - with one exception - are appointed by the Secretary of State. Advisory Committees have been set up for the various divisions, with an Advisory Council to advise the Board on any aspect of the development of its services at home and its relations with libraries overseas. The library is financed by the Treasury through the Department of Education and Science, the Secretary of State having certain powers of direction, particularly in financial matters. The Board is required to submit an annual report which the Secretary of State lays before Parliament.

Public Libraries

15. Public libraries have been a familiar and well used facility throughout the community for over a century and provide a wide range of services to individuals and groups. The most recent legislation - the Public Libraries and Museums Act 1964 - placed upon local library authorities the duty to provide a comprehensive and efficient service, and upon the Secretary of State the duty to superintend and promote the improvement of that service, and to secure the proper discharge by local authorities of their library functions. The service is financed by local

authorities' rate income, supplemented by Rate Support Grant. In endeavouring to fulfil their statutory duty public libraries provide both books and non-book materials for lending and reference to both adults and children, through service points ranging from the largest city central libraries to small village part-time centres and mobile libraries. Their services extend to special client groups such as schools, hospitals, prisons, the housebound and other disadvantaged categories, and they are often the first point of contact between the general public and the national library and information network.

University Libraries

16. The primary function of the university libraries is to serve the teaching, learning and research needs of the universities of which they are a part; and the needs of the community of scholars and research workers in, and associated with the work of, the universities generally. To meet these needs they have built up comprehensive, important and, in some instances, uniquely valuable collections of general and specialised resources. Notwithstanding some formal constraints on access arising from characteristic funding arrangements and the autonomous nature of university governance, these are generally available to all who have a serious need to use them. They can usually be referred to directly, or through co-operative arrangements with other libraries, including the British Library, for whose services they thereby form an important supporting resource.

17. University libraries are administered as part of their respective universities, governed typically by an academic committee and funded in the main by central government through the agency of the University Grants Committee. The UGC is not a statutory body. It was established by the issue of a Treasury minute in 1919, and its terms of reference were extended in 1946. Its function is now

> "to enquire into the financial needs of university education in Great Britain; to advise the government as to the application of any grants made by Parliament towards meeting them; to collect, examine and make available information relating to university education throughout the United Kingdom; and to assist, in consultation with the universities and other bodies concerned, the preparation and execution of such plans for the development of the universities as may from time to time be required in order to ensure that they are fully adequate to national needs".

The Committee is appointed by the Secretary of State for Education and Science, and served by a secretariat provided by the Department.

Polytechnic Libraries

18. Polytechnic libraries, which support the academic work in their institutions, are also governed typically by an academic committee, but are financed by local authorities, mainly through the pooling system by which costs are shared by all local education authorities. The nature of their provision is influenced also by the views of bodies such as the Council for National Academic Awards which validates degree courses in polytechnics.

College Libraries

19. Colleges are of 3 kinds - colleges of higher education, colleges of further education, and specialist colleges. The variety of courses is considerable, ranging from O level and craft courses to specialist higher degrees. In the colleges of further education the emphasis is on sub-degree work, and in these colleges a smaller proportion of the finance comes from the pool system, and a higher proportion from local rates. College libraries are governed either by the executive of the college or through an academic committee. Specialist colleges in particular often have valuable library collections.

School Libraries

20. School libraries have developed very unevenly since the 1944 Education Act. In most authorities they are supported by the public library acting as agent for the education authority. The stock and services provided are usually related to both the educational and recreational needs and interests of pupils, and there are several examples of dual purpose libraries, situated in schools but available also to the general public.

21. The Education Acts do not refer specifically to the provision of libraries in the educational institutions administered by local authorities. The 1944 Act

provided for the organization of the statutory education system in three stages - primary, secondary and further education - and required LEAs "to contribute towards the spiritual, moral, mental, and physical development of the community by securing that efficient education throughout those stages shall be available to meet the needs of the population of their area". The need to provide libraries within educational institutions is implicit in that requirement. The subsequent development of higher education through polytechnics occurred within the further education system and is covered by the same statutory provision. The Act places upon the Secretary of State the duty to promote education and the progressive development of institutions devoted to that purpose, and to secure the effective execution by local authorities of the national policy for education.

Special Libraries

22. This term includes a wide range of library and information services provided by industrial firms, government departments and agencies, research institutions, learned societies, and similar bodies. Together they constitute a valuable collection of source material, including some which is unique, and they can often call upon specialists to assist in building and exploiting the stock. Although these libraries are provided, organized and operated primarily to meet the needs of their parent bodies, in many cases they serve also as a back-up resource for a wider clientele.

THE FUNCTIONS SERVED

23. Each of the types of library identified in previous paragraphs can serve more than one function, and stocks may contain material useful to, but not available in, other libraries. Hence the inter-dependence of libraries of all kinds, and the need to coordinate their services.

24. Broadly, libraries can be said to serve society in three areas, namely:

1. Education
2. Information, particularly in furtherance of the work of the community
3. Culture, recreation and leisure.

A wide diversity of institutions helps to meet needs in each area.

25. Paragraphs 16 to 21 have shown that the library needs of education are met in the main by libraries within the various schools, colleges, polytechnics and universities. All of these, however, and their students and pupils individually, also draw upon the resources of the public library system, and this in addition has traditionally been the main support of adult and continuing education. The Open University is making increasing calls on the libraries of institutions of higher and further education, and for their research materials all these bodies look for support to the national and special libraries.

26. Three main types of information need can be identified: the needs of industr and commerce, the needs of public authorities including central and local government departments and institutions, and the needs of each individual as he seeks to fulfil his role in society. Even those industrial and commercial firms which maintain their own special libraries and information services also make considerable use of libraries of other kinds, notably the national and public libraries and those of universities and polytechnics. Academic research needs that cannot be satisfied by an institution's own library will typically be met by the national libraries, but in many cases recourse will be necessary to special libraries or even to international borrowing. A similar pattern holds for many private institutions and for the public authorities. The individual citizen will expect to use his public library as a main source, but his more specialized needs may also be met from other institutions or occasionally from abroad.

27. Culture, recreation and leisure together constitute the third main area served by libraries. Here we would distinguish from recreation and leisure the needs of culture. All are served by the public library system, but major collections in the cultural field - for example, on the history of art or of music - are particularly expensive to establish and maintain, and the serious reader may often have to rely on major collections in university, national and special libraries.

28. Thus, having first noted the diversity of types of library as they have developed, with their differing administrative and financing arrangements, we have now recognised a further diversity in the range of functions which libraries of each kind may be called upon to perform. To meet these obligations libraries over the years have developed complex systems of voluntary cooperation, complemented more recently by a considerable strengthening of the central support services on which they may call.

VOLUNTARY COOPERATION AND CENTRAL SERVICES

29. For many years it was assumed that disparities in levels of service and the growing awareness of the need for inter-dependence could be satisfied solely by voluntary cooperation. The National Central Library and the Regional Library Bureaux, established following the Kenyon Report in 1927, were achievements in this tradition. Since the 1940's, however, the inability of the existing patchwork of library services to provide speedy access to scientific and technical information has resulted in the establishment of a centrally provided and administered service - the National Lending Library for Science and Technology, which subsequently expanded to cover social sciences and the humanities. Other centrally provided services, such as the Office for Scientific and Technical Information (now the British Library Research and Development Department) and the British National Bibliography, also emerged to plug gaps in provision and to support and strengthen existing systems.

30. The Public Libraries and Museums Act 1964 was a step towards eliminating some of the more glaring disparities in the provision of public library services, and the British Library Act 1972 greatly strengthened the support available to libraries from central institutions. In 1974 the Inter-Departmental Coordinating Committee for Scientific and Technical Information (ICCSTI) was created within Government to harmonise the information activities of departments and agencies, both at home and abroad.

31. These significant developments in government have been accompanied by developments in independent organisations designed to promote more effective cooperation on a voluntary basis. Many such organisations exist, notably those representing:

1. professional interests (eg libraries as a whole, public libraries, academic libraries, special libraries and library school heads);

2. governing and financing institutions for libraries, eg local authority associations and the University Grants Committee;

3. local bodies for ad hoc cooperative schemes concerned with library operations or information services.

32. In recent years several bodies have launched, sometimes with help from DES or the British Library Research and Development Department, ad hoc projects aimed at creating new services or improving existing ones. Examples include the Library Association's Commission on the Supply of, and Demand for, Librarians; the establishment of a network of inter-library transport schemes and the creation of specialised information centres on professional topics such as library automation, on-line information retrieval, library management, user education and community information services.

Section 3 : PROBLEMS AND POSSIBLE SOLUTIONS

PROBLEMS OF COORDINATION

33. In spite of the cooperative organizations and ad hoc projects noted in previous paragraphs, there has been ample evidence in recent years of a failure to achieve the degree of cooperation and coordination which is clearly desirable. Some local cooperative schemes, for example, have run into difficulties in financing large scale operations where capital expenditure is involved, and there may be problems in coordinating public, polytechnic and university services within a single city because of different funding arrangements. Coordination should aim at assisting joint projects so that local and regional cooperation can be more effective.

34. Important decisions have sometimes been taken unilaterally without adequate regard for the implications for other libraries and users: publication of the Bullock Report which stressed the importance of school libraries has been followed in many authorities by a marked deterioration in the provision of books for schools, and in some by the suspension of the back-up service provided by the public library; the 'self-renewing' policy enunciated in the Atkinson Report was adopted by the UGC for university libraries without explicit consultation with other libraries on which it might eventually have repercussions; the Department of Employment has set up on an experimental basis, without consultation at either national or local level, a number of 'Job Libraries' containing careers information, attached to Job Centres or Occupational Guidance Centres.

35. Problems of this kind arise mainly because of the large number of seperate bodies, both inside and outside Government, which have the power - and indeed the duty - to make decisions or offer advice on library matters and do not necessarily consult one another. In the Department of Education and Science, where the main responsibilities of central government lie, they are fragmented among several Branches: Arts and Libraries Branch is concerned with "national libraries policy, all general policy matters relating to libraries, the British Library, and administration of the Public Libraries and Museums Act 1964"; Schools Branch and the Higher and Further Education Branches have a general responsibility (though limited for universities by the role of the UGC) for the institutions within their respective fields, including their libraries; Science Branch is

concerned with scientific and technical information. Statistics Branch and Architects & Building Branch service all these interests, as does the Department's own library, and Finance Branch has an overall interest in the allocation of resources. Her Majesty's Inspectorate, which provides the main link between the Department and educational institutions of all kinds, has its own Libraries Committee concerned particularly with school libraries. Independent of the Department but funded by it is the British Library. Also independent of DES is the UGC which advises on the allocation of funds to individual universities.

36. The area of DES concern includes also the schools of librarianship which provide the main avenue of recruitment to the profession. Here there is a need for continuing discussion between the profession (represented by the Library Association), intending employers, the polytechnics and universities of which the schools form a part, and the teaching staff of the schools. The interests of validating and examining bodies such as CNAA and BEC, and the manpower implications of professional recruitment, must also be taken into consideration.

37. In addition to their own libraries, which are often of major importance in their respective fields, other Government Departments in many cases also have additional interests and responsibilities, including library facilities for people in custody (Home Office), library and information provision in the health service (DHSS), and Small Firms Information Centres (Department of Industry).

38. Local government authorities have more immediate responsibility for many of these library and information services, which are decentralized within each authority, often with only a small degree of coordination between them. They are statutorily responsible for most educational institutions and for public libraries, and their members and staff also have their own needs for books and information which are met in various ways. Public libraries are invariably called upon to assist, on a contract basis, in providing library services for people in custody, and similar arrangements are common also in regard to the provision of libraries in schools and of patients' libraries in hospitals. Involvement of the public library in the provision of services to colleges, to staff in hospitals, and to local government itself is tending to increase.

39. The foregoing paragraphs demonstrate the very high degree to which responsibility for library matters is decentralized throughout central and local government. Many special and privately run libraries, some of them containing collections of national significance, lie outside even this wide circle. In addition, Scotland, Wales and Northern Ireland have their own government departments with responsibilities for libraries in their areas. Information services, which cover an even wider field than libraries cannot easily be separated from them, and need to be taken into account in any study of the need and scope for cooperative arrangements.

40. This decentralization of responsibility for library matters has had a corresponding effect on the availability of statistics for the review of library developments. No single body has responsibility for the coordination of the collection of library statistics, though a coordinated system would be in the interests of most users. In particular it would benefit DES and the library community by providing a detailed information base for the identification of policy issues and for the making of policy decisions. DES took the initiative in 1970 in attempting to improve coordination of statistics following the publication of Unesco recommendations, but there was little lasting improvement. We take up this point again in paragraph 58.7 and in Annex 1.

THE SCOPE OF POLICY-MAKING

41. The report of the National Libraries Committee (The Dainton Committee), 1967 which led to the formation of the British Library, drew attention to the vital question of coordination of the nation's library and information services in the following words:-

> "It is our strongly-held opinion that the facilities to be provided by the Authority constitute an integral and vital part of the nation's total library and information resources. Consequently, the maximum benefits will result only if the development of all library-based services and related information systems can be appraised as a whole in the formation of Government policy. We are aware that, largely because of

historical accident, the responsibility for libraries is divided within the Department of Education and Science. Although we were not requested to advise on this matter, we would hope that, because it is so relevant to the effective and economical administration of a national libraries organization, the Secretary of State would be convinced of the desirability of combining all his responsibilities for libraries and for scientific and technical information within a single branch in his department. For similar reasons, we strongly urge that the Government would examine the feasibility of establishing machinery to provide it with advice on policy concerning the development and coordination of national information services - whether library-based or otherwise - which are the direct or indirect responsibilities of Government departments."

One consequence of this recommendation was the creation within DES of the short-lived 'Libraries and Information Systems Branch', which broke up again in 1970 with the formation of Arts and Libraries Branch.

42. All the major organisations concerned with the provision of library and information services in this country have recognised the need to create more effective machinery to guide and coordinate the development of such services. Members of Aslib in national conference in 1977 suggested that such a need existed. SCONUL in 1976 produced a reasoned statement on the need for a national coordinating body on library policy. The Library Association in its evidence to the Expenditure Committee of the House of Commons in 1978 identified the lack of a central focal point to plan and coordinate the development of library services in this country as a major cause of concern. The Library Advisory Council for England has expressed similar views and has commissioned this report on the subject.

43. Concern with this topic is not confined to this country. Several others, notably the United States, Canada, West Germany, France, Sweden and Australia have undertaken searching national reviews of all or part of the library/information scene, and have reached conclusions which in various ways have affected later developments and policy, some more successfully than others. Internationally, Unesco and OECD have urged for many years the creation of necessary machinery for making and executing national library and information policy. During the period 1965-75 OECD's information policy group had a direct

and substantial impact on thinking in almost all governments of Western Europe and North America. This impact in turn has much affected collective thinking and practice among the 9 countries of the EEC. Unesco has provided aid to many developing countries to help them establish policies and machinery and has stimulated discussion of policy problems both among developing countries on a regional basis and between them and developed countries on a world-wide basis.

44. The self-evident objectives of the coordination of library services are the harmonious future development of services controlled by different authorities, the informed allocation of resources, and the elimination as far as possible of wasteful duplication. To have a chance of acceptance and eventual success, any scheme must recognise the independence of existing institutions, and seek to achieve these objectives by agreement. Policy-making is possible only within these constraints. Any organization which may be set up as a means of improving coordination in this area can formulate guidelines and hope to shape policies which are generally acceptable. It cannot expect to determine the future development of library and information services, but if given some control over resources or access to government itself such an organisation might powerfully influence that development. An essential second element in coordination is the will and ability of all parties concerned to make an agreed system work.

POSSIBLE MACHINERY FOR COORDINATION

45. The Working Party considers that there are 2 possible methods by which improved coordination of library responsibilities might be achieved. One would require the creation of a new body as a focus for coordination; the other would continue to make use of existing machinery, involving particularly the Department of Education and Science and the Library Advisory Council or some broadly similar body, but with some changes in their roles and responsibilities.

ESTABLISHING NEW MACHINERY

46. The first of these 2 possibilities is the establishment of a quasi-autonomous body. Such a body, even though linked with DES as proposed, would be seen to be relatively independent of government and able to offer advice and criticise

official policies. It could, like the Advisory Council for Adult and Continuing Education, recruit and employ staff outside the Civil Service, and might be supported financially either by central government (like ACACE) or possibly by some combination of central and local government funds (like the Personal Social Services Council). The secretariat of such a body would not be inhibited by divided loyalties and would not increase the number of civil servants - though such a body would be less able to draw upon the additional support available within government departments.

47. A body of this kind would be well placed to develop an executive role. It could collect statistics, promote standards, and establish consultative machinery involving representatives of relevant professional and employers' organizations. If given sufficient authority and status it could hope to achieve agreements on the basis of reason and self-interest, which has been identified as a necessary component of all policy-making in this field.

48. Such a development would require DES to allocate some of its present functions to the new body, while retaining responsibilities which could not be delegated (see paragraph 57.1). Such an arrangement would not be inconsistent, however, with the Secretary of State's responsibility to "promote the improvement of the public library service", though it might have serious repercussions on the Library Advisory Council, which would presumably continue as a statutory advisory body, but with an important area of its concern pre-empted.

49. Regardless of the merits of establishing a new body of this kind, it must be recognised that to do so would take time, and would be possible only if funds were to be made available. Opinion at present is strongly against the establishment of 'quangos', even a modest one such as this would be.

IMPROVING EXISTING ARRANGEMENTS

50. We now turn to the second of the 2 possibilities noted in paragraph 45, involving DES and the Library Advisory Council. Both of these bodies have been much criticized for the ineffective way in which they have discharged their respective responsibilities for national library policy. The Department has been

criticized for lacking a coordinated approach to policy matters, and for failing to give a strong lead even when its view on policy was clear; the Council has been criticized for not being sufficiently self-confident and independent in forming its views and persuading the Minister to adopt them. Some critics believe its membership lacks status compared with, for example, the British Library Board, that it needs formal channels of communication with independent national bodies, that it is often consulted too late to express its views in time to affect decisions, and that it has insufficient opportunities for publicising its views. There is considerable scope for overcoming these deficiencies without major administrative changes.

Administrative Arrangements within the Department

51. Most of the following proposals could be implemented by DES with its present powers, and at virtually no cost:

1. Give further consideration to the view expressed by the Dainton Committee in 1967 that the main responsibility for libraries (as at present exercised by Arts and Libraries Branch) and for scientific and technical information should be combined within a single branch of the Department; or in other ways ensure the maximum coordination between these interests.

2. Make explicit the responsibility of other appropriate branches for policy regarding libraries within the educational institutions with which they are concerned; and make maximum use of consultation on matters affecting library policy between the branch with the major responsibility for libraries and others, notably Schools Branch, the Higher & Further Education Branches (including questions relating to professional education and post-graduate awards), and between Library Advisers and HM Inspectorate. The need to produce the annual report to Parliament, called for at 7. below, would stimulate such consultation.

3. Initiate regular dialogues on library matters with other interested bodies, especially those concerned with cooperation and coordination. Such bodies include local authority associations, the University Grants Committee, the Committee of Vice-Chancellors and Principals, the Committee of Polytechnic Directors and the Council for National Academic Awards.

4. Initiate regular discussions among government departments of their collective responsibilities in the library field, in cooperation with the Inter-Departmental Coordinating Committee for Scientific and Technical Information.

5. Initiate regular discussions between representatives of DES, the Welsh Office, Scottish Education Department, and Department of Education Northern Ireland, to examine common problems and explore the scope for coordinating policies.

6. Undertake, in association with the Library Advisory Council, a periodic review of issues and policies regarding libraries and information services.

7. Submit to Parliament annually a separate report on library matters, incorporating the report by the Secretary of State on the exercise of his functions under the Public Libraries and Museums Act 1964 (as required by Section 17 of that Act), and including information, possibly on the general lines of the annual White Paper on Public Expenditure, sufficient to provide a basis for public discussion of future policy. Such a report should contain as a minimum a statistical summary covering a 10-year period - 5 years past and 5 to come - and a discussion of current policy issues.

8. Review the numbers, status and gradings of the Library Advisers in the light of the movement of library professional salaries, and in line with the recommendation of the House of Commons Expenditure Committee (Eighth Report, 1977-78, paragraph 15), to ensure that they can continue to contribute effectively to work on the scale envisaged in this report.

Status and future role of the Library Advisory Council

52. The main weaknesses of the Council result from the present narrow interpretation of its responsibilities. The Working Party believes that the Council cannot properly advise the Secretary of State without itself undertaking a more public investigatory role. The Council may seem to have been remiss in not insisting on this and taking a stronger initiative in the past, but it has been handicapped by the limitations of its composition, insufficient staff, and the constraints of official policy within which it has been obliged to work. The following steps are considered to be desirable if these difficulties are to be overcome:

1. Restructure the membership so as to provide a representation of interest and experience in all kinds of library, including senior administrators as well as practicing professionals, authority members and library users.

2. Achieve greater continuity of membership, either by increasing the normal term of membership to 4 years or by adopting a more liberal policy of renewing the appointment of a proportion of retiring members.

3. Invite assessors from the Welsh Office, Scottish Education Department and Department of Education Northern Ireland to attend meetings.

4. Appoint a Library Adviser to have the servicing of the Council as his primary responsibility, with continuing support from other DES officials as necessary.

5. Require the Council, through its working parties, to undertake the intensive and continuing analysis of policy issues, providing it with a sufficient allocation of funds to support research and consultancies; and call for an annual report to the Secretary of State on its activity which could be incorporated in the Department's annual report to Parliament. (See 51.7).

53. If changes are made on these lines, the Council should become a credible and viable body, better fitted to carry out the tasks which the future well-being of the library services of this country requires to be undertaken. Consideration might later be given to extending its responsibilities to embrace other advisory duties which are at present the responsibility of other ad hoc bodies - notably the DES advisory committees on public library statistics, on postgraduate awards in librarianship and information work, and on manpower planning. Further extension of the Council's responsibilities and powers might be envisaged, giving it some executive functions in regard to the future coordination of library resources and services, as well as support functions such as collecting statistics and promoting the formulation and application of standards. It does not seem untoward, for example, that members of the Secretary of State's Library Advisory Council should sit down with representatives of relevant library interests to seek solutions to such problems.

54. Any proposal to build upon existing arrangements and to improve the ability of the Library Advisory Council to carry out the tasks which need to be done must recognise three serious obstacles. Firstly, the impatience felt by the

profession - much of it expressed in evidence to the sub-committee of the House of Commons Expenditure Committee - at the way in which the Department and the Council have handled important issues in the past. Any changes now effected will need to be presented clearly and cogently to the profession if a climate of opinion is to be created in which the Council can operate effectively. Secondly, movement of staff within the Civil Service will always make it difficult to preserve continuity and so maintain improvements in the machinery once they begin to be achieved. The solution to this problem should lie in the growing status of the Council, the existence of full-time staff, and success in developing an understanding of the importance of library policy. Thirdly, the Council as constituted under the 1964 Act is concerned only with England. But counterparts in Wales, Scotland and Northern Ireland, however they may be constituted and whatever their powers, may be persuaded of the merits of joint consultation and wish to exert their influence in support of mutually beneficial policies.

Section 4: CONCLUSIONS AND RECOMMENDATIONS

55. In framing recommendations the Working Party has recognised six main guidelines which have emerged explicitly or implicitly from the Party's own consideration and from the contributions of many other bodies to the current debate:-

1. the need to treat the library and information resources of the United Kingdom as a major national endowment which requires a conscious national effort to maintain and develop;

2. the importance of providing economic and social institutions and the individual citizen of the United Kingdom with appropriate and realistically convenient access to those resources (for, as the Unesco document cited in paragraph 12 puts it: "information ... is one of the basic human rights ...");

3. the opportunities created by new technology, and the growth of library cooperation in various forms, to make more effective use of library and information resources in the United Kingdom;

4. the requirement that in devising any new institutional structure or procedures one should recognize existing patterns of autonomy, preserve existing strengths and respect past achievements. The need for economy during a period of stringent limits on public expenditure also suggests improvements by the evolution of tested services rather than by devising new and potentially expensive organizations;

5. the need to facilitate cooperation across section boundaries, for example between institutions funded by local authorities and those funded by central government;

6. the need to coordinate international library activities, particularly those concerned with the EEC.

56. Our broad conclusions are that policy on libraries and information has been made piecemeal, with insufficient attention to the need for co-ordinating the various parts of a complex whole. This results from a wide decentralisation of policy responsibilities inside and outside central government and the need for DES, because of its strictly limited powers, to discharge its legal responsibilities by persuasion, not compulsion. We recognise that piecemeal policies have resulted in important and successful initiatives. We also recognise that the problems of coordination through persuasion are extremely difficult. Nevertheless we believe there to be a strong interest at present, especially among professional workers, in identifying those areas in which coordination is most urgently needed and then trying to create suitable machinery and make it work. At the same time we consider that, since the Secretary of State's responsibilities are to Parliament, the procedure for reporting to Parliament should be strengthened - with better presentation of policy issues, action taken and statistics of performance.

57. Our recommendations therefore cover 2 main areas:

1. The machinery for policy-making and execution, including external advice and coordination of government and non-government activities, should be improved as soon as possible. In paragraphs 45-54 we have described and assessed 2 alternative means of achieving this end. We believe that the second of these options is the more practical to pursue - for the following reasons:

   a. It is easier to achieve and therefore can yield improvements more quickly.

   b. It enables one set of machinery to deal with all functions in 57.1 above.

   c. It keeps government and its advisers in closer and more regular contact with each other.

   d. It is more likely than the first option to promote the necessary coordination of policy within government.

The Working Party acknowledges that the making of DES policy, including legislation, coordination within government and with other governments, directives to the British Library and the broad allocation of resources between types of organisation must be DES's concern since the legal, parliamentary and intergovernmental responsibilities rest with the Secretary of State and cannot be delegated to a quasi-independent organisation. What can be put into such an organisation are one or more of the following:

a. machinery for external advice to DES on policy making and execution. This includes advice on policy issues, resource allocation, priorities for future development and coordination, manpower requirements, education, training and intergovernmental activities.

b. responsibility for executing policy including the handling of postgraduate awards, the promotion of cooperation among authorities with library responsibilities and between them and central government, and maintenance of communication between these authorities and the book trade. This coordination could extend to the development, supply and provision of services from computerised data bases.

c. responsibility for support functions, notably determination of manpower requirements, monitoring of developments in library services and procedures, research in support of policy-making and execution, collection and coordination of statistics, encouragement of the formulation and adoption of suitable norms and standards, and support of innovatory projects.

2. Improvements should be made in the present method of reporting to Parliament on libraries under Section 17 of the Public Libraries and Museums Act 1964.

58. We therefore recommend, firstly, that the Department of Education and Science should:

1. Give further consideration to the view expressed by the Dainton Committee in 1967 that the main responsibility for libraries (as at present exercised by Arts & Libraries Branch) and for scientific and technical information should be combined within a single branch of the Department, or in other ways ensure the maximum coordination between these interests.

2. Make explicit the responsibility of other appropriate branches for policy regarding libraries within the educational institutions with which they are concerned; and make maximum use of consultation on matters affecting library policy between the branch with the major responsibility for libraries and others, notably Schools Branch and the Higher & Further Education Branches (including questions relating to professional education and post-graduate awards), and between Library Advisers and HM Inspectorate. The need to produce an annual report to Parliament called for at 7. below, would stimulate such consultation.

3. Initiate regular dialogues on library matters with other interested bodies, especially those concerned with cooperation and coordination. Such bodies include local authority associations, the University Grants Committee, the Committee of Vice-Chancellors and Principals, the Committee of Polytechnic Directors and the Council for National Academic Awards.

4. Initiate regular discussions among government departments of their collective responsibilities in the library field in cooperation with the Inter-Departmental Coordinating Committee for Scientific and Technical Information.

5. Initiate regular discussions between representatives of DES, the Welsh Office, Scottish Education Department, and Department of Education Northern Ireland, to examine common problems and explore the scope for coordinating policies.

6. Undertake, in association with the Library Advisory Council, a periodic review of issues and policies regarding libraries and information services.

7. Submit to Parliament annually a separate report on library matters, incorporating the report of the Secretary of State on the exercise of his functions under the Public Libraries and Museums Act 1964 (as required by Section 17 of that Act), and including information, possibly on the general lines of the annual White Paper on Public Expenditure, sufficient to provide a basis for public discussion of future policy. Such a report should contain as a minimum a statistical summary covering a 10 year period - 5 years past and 5 to come - and a discussion of current policy issues.

8. Review the numbers, status and gradings of the Library Advisers in the light of the movement of library professional salaries, and in line with the recommendation of the House of Commons Expenditure Committee (Eighth Report, 1977-78, paragraph 15) to ensure that they can continue to contribute effectively to work on the scale envisaged in this report.

59. We recommend, secondly, that in respect of the Library Advisory Council, DES should:

1. Restructure the membership so as to provide a representation of interest and experience in all kinds of library, including senior administrators as well as practicing professionals, authority members and library users.

2. Achieve greater continuity of membership, either by increasing the normal term of membership to 4 years or by adopting a more liberal policy of renewing the appointment of a proportion of retiring members.

3. Invite assessors from the Welsh Office, Scottish Education Department and Department of Education Northern Ireland to attend meetings.

4. Appoint a Library Adviser to have the servicing of the Council as his primary responsibility, with continuing support from other DES officials as necessary.

5. Require the Council, through its working parties, to undertake the intensive and continuing analysis of policy issues, providing it with a sufficient allocation of funds to support research and consultancies; and call for an annual report to the Secretary of State on its activities which could be incorporated in the Department's annual report to Parliament (see 58.7).

60. The Library Advisory Council has already embarked upon a comprehensive study of the needs and other pressures which would influence the future development of the country's library services, having particularly in mind the concerns set out in paragraph 2 of this report. We draw attention to the fact that in accordance with our terms of reference, this interim report addresses itself only to the matter referred to in paragraph 2.5. Our studies in this field underline the need for the Council to pursue the remaining matters of concern mentioned in paragraph 2 as soon as possible.

61. We consider that library cooperation at the local, regional and national levels forms the essential infrastructure supporting any national coordinating machinery. We recommend that further consideration should be given to the statutory and organisational requirements for each level of such an infrastructure in the context of these studies.

62. We have recorded in paragraph 5 above, the Council's recognition of the fact that the enquiry recommended by the Select Committee on Expenditure is so broad as to extend beyond its scope, as at present constituted. The implementation

of the Working Party's recommendations should lead to significant improvements in the present position. It will also test the will and ability of existing policy making and coordinating organisations to respond to the challenges discussed in this report. We therefore underline the views expressed by the Chairman of the Library Advisory Council in his letter to the Secretary of State of 20 November 1978 which, together with her reply of 14 December, forms annex 2 of this report.

PROPOSED OUTLINE OF AN ANNUAL RETURN TO PARLIAMENT

1. OBJECTIVES

The objectives of an annual report to Parliament are as follows:

a. To show the overall pattern of resource allocation to libraries and information services.

b. To show the pattern of resource allocation within individual types of library or information service.

c. Where possible, to show the impact of resources.

d. To present a commentary on the performance of the system, drawing attention to specific issues and developments.

The report will thus be concerned with presenting a substantial amount of statistical information which will be complemented by a narrative commentary.

2. CONTENT

a. INTRODUCTION

This will cover the terms of reference of the annual report and will provide a brief review of the legislative basis of library and information services. It will also include a brief historical review of the development of libraries.

Such an introductory section is felt to be necessary as each annual report should stand on its own.

b. GENERAL COMMENTARY

This section will review the main social and economic factors which have influenced the development of library and information services. It will also include a brief review of the major developments in the provision of library and information services which have taken place during the year.

c. THE OVERALL PATTERN OF RESOURCE ALLOCATION

This section will contain a single table setting out the overall expenditure on the various types of libraries which are publicly funded. It will contain information for the preceeding 5 years, the current year and the following 4 years. This is the format which has been adopted by the government for the publication of its forecasts of public expenditure. An example of such a table is given as Table 1.

d. ANALYSIS OF PAST EXPENDITURE BY TYPE OF LIBRARY

This section will contain detailed tables containing information about each of the various types of libraries. They will be complemented by narrative commentaries which would draw attention to any changes in trends, giving, where applicable a detailed discussion of developments which may have affected a particular type of library.

Tables 2-7 show the format of the tables for public libraries. The tables for academic, special material and school libraries would be similar. That is they would be concerned with the main inputs of staff, buildings and materials and would look at these in terms of expenditure and actual quantities.

At present it is extremely difficult to produce statistical information in this form for anything but public libraries. To do so will require considerable improvements in the existing arrangements for collecting

and processing statistics about libraries and information services. This is considered in section 4 below.

e. INFORMATION ABOUT THE INFRASTRUCTURE

This section will include a review of the current situation in the following areas:

i. Manpower, including education and training

ii. The book trade

iii. Research and development

iv. Capital provision for library building

v. Inter-library cooperation

vi. New technology

The coverage of these areas would be determined by the particular situation at the time of the report.

3. TIMING

The entire exercise is dominated by the availability of information from the government's system for forecasting public expenditure (PESC). PESC information is usually made available in January of each year. The other critical point in the PESC cycle is the publication of the interim report in June which fixes the overall allocations for each department.

It is suggested therefore that the annual report should be published in March of each year so that use can be made of the latest PESC forecasts, and the information contained in the annual report will be available for incorporation into the next cycle of the PESC exercise.

4. IMPROVEMENTS TO EXISTING ARRANGEMENTS

Before discussing the improvements to existing arrangements which are required it is necessary to examine the present system for collecting library statistics, and the problems which are the result of deficiencies in the system.

a. THE COLLECTION SYSTEM*

The main collectors of library statistics are the DES and the Library Association. They are the only bodies which collect, and regularly use, statistics from more than one type of library. In addition, there are a number of bodies collecting statistical information about particular types of libraries. For example, the Chartered Institute of Public Finance and Accountancy (CIPFA) in cooperation with the Society of County Treasurers (SCT) collect statistics of public libraries; SCONUL, in cooperation with the Library Association, collects statistics on university libraries.

The collectors of statistics tend, with the possible exception of CIPFA and SCT, to be the main users of the information. Consequently, the situation has arisen whereby a large number of libraries provide information to a small number of collectors. The collectors process the information and, usually, make it available to the original providers and others. There is little communication between the collectors and the providers, or between the small number of collectors.

The result of this situation is that, in the words of the report noted below, "the current provision of statistical series relevant to libraries in the UK is uneven, uncoordinated, unsystematic and confusing".

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*A detailed description is given in Nick Moore, Statistical Series Relevant to Libraries, British Library Research and Development Report 5300, 1976. (Pages 2-8 are particularly relevant.)

b. THE PROBLEMS

i. LACK OF COORDINATION

No single body has a responsibility for the coordination of the collection of library statistics. A coordinated system would be in the interests of most of the users of library statistics. In particular it would benefit the DES and the Library Association. These are the bodies which make most use of statistics concerning a range of types of library, and consequently compatibility is important. An attempt was made to improve coordination following the publication of a Unesco Recommendation on library statistics in 1970. While some progress was made towards improved compatibility between the statistical series, there was still a general lack of coordination.

The result of this situation is that there is considerable duplication of work in some areas, while in others coverage is very poor. For example, statistical information on university libraries is collected twice, by UGC and jointly by SCONUL and the Library Association, while no statistics at all are collected for school or special libraries, where arguably the need is far greater.

There is a low level of compatibility between the statistical series. This has hindered the work of the LAC(E) in the past and makes the task of national planning difficult. Attempts have been made to improve the compatibility as between statistics for university and polytechnic libraries, but these attempts have so far been unsuccessful. A report produced in 1977* set out the basis for a compatible set of statistics, but the recommendations contained in the report have yet to be implemented.

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*Nick Moore, Statistics concerning academic libraries. British Library Research and Development Report 5335. October 1977.

The lack of coordination also results in duplication of effort, particularly on the part of information providers. A great deal of waste could be eliminated if it were possible to secure agreement between the three or four main collectors.

ii. LACK OF RESOURCES

Many of the statistical series operate on a shoestring. Frequently, statistics are collected and processed in people's spare time, or as a by-product of some other process, with the result that the final presentations are delayed and often inaccurate.

The collection and presentation of statistics is a skilled task. At present there are few people within librarianship who possess the necessary skills. Further, the resources to employ them and to capitalise on their skills are seldom present.

The result of this is that the collection systems themselves are inefficient and wasteful of resources, the actual processing in many cases leaving very much to be desired. The publication of results is often delayed and the presentation is usually lacking in quality.

iii. SEPARATION OF COLLECTORS FROM PROVIDERS AND USERS

In an ideal situation statistics would be collected by people who were fully aware of the problems of the information providers and the needs of the users of the statistics. Regrettably this is seldom the case.

There is a DES Committee on Public Library Statistics which provides a channel of communication between the providers, the collectors and the users. The impact of this committee is demonstrated in the quality of the statistics of public

libraries. Unfortunately, corresponding committees for other sectors do not exist, with the result that the information is frequently published in a form which is inappropriate for the use to which the information is put.

c. THE RESULTS OF THE PRESENT SITUATION

The results of the present situation have been indicated above. In summary they are poor currency, poor presentation, duplication, uneven coverage, inflexible approaches to dissemination and a marked lack of compatibility. The situation has been remarked upon in the past and some attempts have, as has been noted, been made to improve the situation, but these have failed through lack of will and resolve.

d. IMPROVEMENTS REQUIRED

As can be seen the existing arrangements are in need of improvement. The first priority must be to begin collecting statistics for national, special and school libraries. The DES is currently examining the feasibility of collecting statistics about school libraries and it is to be hoped that this will result in an effective collection system.

Equally important is the need to achieve compatibility between the statistical series. The basis for this should be the format recommended by Unesco. Public library statistics, and the statistics of colleges of further education and polytechnics already conform to this recommendation and it would be sensible to adopt it as the basis for future series. Past attempts to collect university library statistics in a form compatible with other academic library statistics have met with failure. However it has been agreed that the problems are not insurmountable. All that is required is the will.

Other improvements which are required are concerned mainly with improving the efficiency of the arrangements for collecting and processing the data. Currently, for example, the delay between collection and publication can be considerable. Attempts should be made to reduce this delay to about 4 months.

Improvements such as these have been suggested before, and while some progress has been made the overall effect has been minimal. This is to be regretted as nationally produced statistics, where they exist have proved to be of considerable use at the national level, and by the managers of individual library systems. This dual use should be borne in mind when compiling statistical information for the annual report to Parliament.

OVERALL EXPENDITURE[1]

£millions at 1978 survey prices

	1973/74	1974/75	1975/76	1976/77	1977/78	1978/79	1979/80	1980/81	1981/82	1982/83
British Library and other national archives[2]										
Purchase grants	4	4	4	5	5	6	6	7	7	8
Other current (net) expenditure	11	16	18	16	20	20	22	23	25	26
Major capital	6	1	-	8	1	3	4	7	8	8
Local public libraries										
Current	172	182	188	187	186	187	188	189	191	192
Capital	32	27	20	15	12	11	11	9	9	9
Libraries in higher and further education (current only)										
ESTIMATES: SEE NOTE 3										
Universities	28.8	30	30.4	30.4	25.9	26.1	27	27.8	N/A	N/A
Other higher and FE	26.6	26.9	27.5	26.1	24.3	25.4	25.9	26.3	N/A	N/A
Total	55.4	56.9	57.9	56.5	50.2	51.5	52.9	54.1	N/A	N/A

NOTES

1. This table is based on the Government's Expenditure Plans 1979-80 to 1982-83 (Cmnd 7439) and therefore relates to the whole of the UK. In the Plans, the outturns of public expenditure in the past and the forecasts for the future are expressed in terms of constant prices for the purposes of comparability. For the current year, 1978-79, an early estimate of outturn is given. For the later years, the figures are increasingly provisional and are not, of course, immutable.

2. Including National Library of Scotland, National Library of Wales, British Institute of Recorded Sound, Royal Geographical Society, Royal Society of Edinburgh.

3. It has been calculated that expenditure on university libraries constitutes 4.3% of total expenditure on universities. In other institutions of higher and further education an estimated 2.6% is spent on libraries. These percentages have been applied across the 8 year period. No figures are available for 1981-2 onwards. Estimated figures for capital expenditure on academic libraries are also not available.

TABLES 2-7

PUBLIC LIBRARY DATA

OVERALL EXPENDITURE		LONDON		MET DISTRICTS		COUNTIES		TOTAL	SOURCE
		Total	Per 1000 pop	Total	Per 1000 pop	Total	Per 1000 pop		
2.1 Total Revenue Expenditure		£	£	£	£	£	£	£	
	1974/75	27,634,127	3975.73	25,606,114	2423.88	54,169,409	1964.00	107,409,650	CIPFA Public Library Statistics
	1975/76	35,388,202	4976.19	35,771,058	3065.87	70,742,408	2556.40	141,901,668	
	1976/77	40,526,711	5766.30	39,906,829	3501.24	79,783,414	2869.04	160,216,954	
	1977/78	43,795,983	6283.41	44,097,356	3814.42	87,804,294	3151.37	175,697,633	Table A.
2.2 Revenue Servicing Capital		£	£	£	£	£	£	£	
	1974/75	1,536,792	221.10	2,539,537	240.39	5,337,652	193.53	9,413,981	CIPFA PL Stats
	1975/76	1,795,245	252.44	3,013,926	258.31	6,224,877	224.95	11,034,048	i. Debt Charges
	1976/77	2,249,368	320.05	3,362,229	294.98	6,565,981	236.11	12,177,578	ii. Revenue Contributions to Capital Outlay
	1977/78	2,355,271	337.91	3,367,571	291.29	6,466,959	232.11	12,189,801	
2.3 Miscellaneous Income (ie excluding rates and rate support grant)		£	£	£	£	£	£	£	
	1974/75	666,470	95.88	765,083	72.42	1,760,996	63.84	3,192,549	CIPFA PL Stats
	1975/76	964,491	135.62	1,341,271	114.96	2,391,443	86.42	4,697,205	
	1976/77	1,161,022	165.19	1,536,314	134.79	2,944,406	105.88	5,641,742	Table A Income
	1977/78	1,352,314	194.02	1,854,045	160.37	3,662,574	131.45	6,868,933	
2.4 The percentage of gross expenditure offset by miscellaneous income		%		%		%		%	
	1974/75	2.4		3.0		3.3		3.0	
	1975/76	2.7		3.7		3.4		3.3	1.3 as percentage of 1.1
	1976/77	2.9		3.8		3.7		3.5	
	1977/78	3.1		4.2		4.2		3.9	

ADDITIONS TO STOCK		LONDON		MET DISTRICTS		COUNTIES		TOTAL		SOURCE
		Total	Per 1000 pop	Total	Per 1000 pop	Total	Per 1000 pop	Total	Per 1000 pop	
3.1 Number of books added	1974/75	2,175,468	313	2,338,894	221	6,164,011	223	10,678,073	237	CIPFA PL Stats Column 44
	1975/76	2,231,324	314	2,802,009	240	6,270,625	227	11,303,958	243	
	1976/77	2,110,063	300	2,673,218	235	5,711,347	205	10,494,628	227	
	1977/78	2,261,578	324	2,046,771	226	5,813,950	209	10,122,299	231	
3.2 Expenditure on books		£	£	£	£	£	£	£		CIPFA PL Stats Table A
	1974/75	4,077,876	586.68	4,412,813	417.72	10,477,656	379.89	18,968,345		
	1975/76	4,905,769	689.84	6,140,747	526.31	13,108,913	473.71	24,155,429		
	1976/77	5,753,435	818.62	6,475,595	568.14	14,418,523	518.50	26,647,553		
	1977/78	6,686,171	959.27	7,199,682	622.77	16,371,248	587.58	30,257,101		
3.3 Average cost per book added		£	£	£	£	£	£	£		2.2 ÷ 2.1
	1974/75	2.71		2.51		2.38		2.47		
	1975/76	2.20		2.19		2.09		2.14		
	1976/77	2.73		2.42		2.52		2.54		
	1977/78	2.96		3.52		2.82		2.99		
3.4 Number of non-book items added (ie maps, manuscripts, sound recordings)	1974/75	40,802		75,153		47,247		163,202		CIPFA PL Stats Columns 45-49 (excludes periodicals)
	1975/76	181,678		139,059		200,139		520,876		
	1976/77	167,415		281,189		257,208		705,812		
	1977/78	169,450		171,936		218,653		560,039		
3.5 Expenditure on non-book materials		£	£	£	£	£	£	£		CIPFA PL Stats Table A i. Gram records ii. Other Lib acquisitions
	1974/75	258,812	37.23	175,140	16.58	347,741	12.61	781,693		
	1975/76	302,142	42.48	221,118	18.95	425,213	15.37	948,473		
	1976/77	346,359	49.28	262,769	23.05	542,505	19.51	1,151,633		
	1977/78	406,971	58.38	323,968	28.03	560,331	20.11	1,291,270		
3.6 Expenditure on non-book materials as percentage of overall expenditure on additions		%		%		%		%		2.5 as percentage of (2.2 + 2.5)
	1974/75	6.0		3.8		3.2		4.0		
	1975/76	5.8		3.5		3.1		3.8		
	1976/77	5.7		3.9		3.6		4.1		
	1977/78	5.7		4.3		3.3		4.1		

11.

STAFF		LONDON		MET DISTRICTS		COUNTIES		TOTAL		SOURCE
		Total	Staff:pop	Total	Staff:pop	Total	Staff:pop	Total	Staff:pop	
4.1 Staff establishment: total non-manual staff related to population served.	1974/75	4,936	1:1408	5,472	1:1931	11,383	1:2423	21,791	1:2069	CIPFA PL Stats Table B
	1975/76	5,040	1:1411	6,061	1:1925	11,730	1:2359	22,831	1:2035	
	1976/77	5,039	1:1395	5,753	1:1981	11,515	1:2415	22,307	1:2073	
	1977/78	5,131	1:1359	5,785	1:1998	11,391	1:2446	22,307	1:2080	
4.2 Staff establishment: professional staff related to population served.	1974/75	1,944	1:3575	1,730	1:6106	3,699	1:7456	7,373	1:6116	CIPFA PL Stats Table B
	1975/76	1,998	1:3559	1,828	1:6383	3,666	1:7548	7,492	1:6200	
	1976/77	1,993	1:3526	1,767	1:6450	3,671	1:7576	7,431	1:6222	
	1977/78	1,990	1:3503	1,785	1:6474	3,592	1:7757	7,367	1:6297	
4.3 Staff establishment: manual staff related to population served.	1974/75	940	1:7394	1,035	1:10207	1,773	1:15556	3,748	1:12032	CIPFA PL Stats Table B
	1975/76	908	1:7832	1,147	1:10172	1,683	1:16442	3,738	1:12427	
	1976/77	919	1:7648	1,186	1:9610	1,597	1:17407	3,702	1:12489	
	1977/78	922	1:7560	974	1:11865	1,539	1:18104	3,435	1:13505	
4.4 Percentage of established professional posts which were unfilled at 31 March.		%		%		%		%		Difference between Establishment and Staff in Post as percentage of Establishment
	1974/75	← Not available →								
	1975/76	3.8		6.6		4.2		4.7		
	1976/77	4.3		4.0		3.6		3.9		
	1977/78	4.7		5.0		3.0		3.9		
4.5 Percentage of established posts for other non-manual staff which were unfilled at 31 March.		%		%		%		%		- " -
	1974/75	← Not available →								
	1975/76	21.5		24.8		8.7		14.1		
	1976/77	23.6		6.7		4.0		8.7		
	1977/78	25.2		6.9		3.8		9.1		
4.6 Percentage of established posts for manual staff which were unfilled at 31 March.		%		%		%		%		- " -
	1974/75	← Not available →								
	1975/76	33.1		51.7		4.7		26.0		
	1976/77	33.7		11.0		5.0		14.1		
	1977/78	37.9		+ 10 over establishment		2.7		8.6		
		Total	Per 1000 pop	Total	Per 1000 pop	Total	Per 1000 pop	Total		
4.7 Expenditure on staff		£	£	£	£	£	£	£		CIPFA PL Stats Table A
	1974/75	15,409,439	2216.96	13,362,295	1264.88	27,283,505	989.21	56,055,239		
	1975/76	19,875,905	2794.90	18,957,325	1624.80	35,854,983	1295.68	74,688,213		
	1976/77	22,575,166	3212.08	21,010,355	1843.35	41,430,311	1489.85	85,015,832		
	1977/78	24,125,120	3461.23	23,228,879	2009.30	45,215,669	1622.83	92,569,668		

PREMISES	Hours open per week:	LONDON				MET DISTRICTS				COUNTIES				TOTAL				SOURCE
		30+	10-29	-10	Mobiles	30+	10-29	-10	Mobiles	30+	10-29	-10	Mobiles	30+	10-29	-10	Mobiles	
5.1 Number of service points	1974/75	391	22	6	37	569	145	99	53	1208	676	867	418	2168	843	972	508	CIPFA PL Stats Table C
	1975/76	407	22	6	41	602	186	100	67	1213	686	800	419	2222	894	906	527	
	1976/77	405	23	6	40	582	200	87	66	1205	697	728	388	2192	920	821	494	
	1977/78	403	25	7	40	583	206	81	64	1184	722	560	416	2170	953	648	520	
		Total		Per 1000 pop		Total		Per 1000 pop		Total		Per 1000 pop		Total				
5.2 Cost of maintenance of premises	1974/75	2,518,429		362.33		2,272,195		215.09		4,219,768		152.99		9,010,392				CIPFA PL Stats Table A Premises
	1975/76	3,403,531		478.59		3,384,575		290.09		5,925,798		214.14		12,713,904				
	1976/77	3,763,639		535.51		3,818,454		335.02		7,027,220		252.70		14,609,313				
	1977/78	4,060,336		582.54		4,314,948		373.24		7,914,305		284.05		16,289,589				
RELATIVE EXPENDITURE		Total		Per 1000 pop		Total		Per 1000 pop		Total		Per 1000 pop		Total				
6.1 Expenditure on additions as percentage of total revenue expenditure		%				%				%				%				2.2 + 2.5 as percentage of 1.1
	1974/75	15.7				17.9				20.0				18.4				
	1975/76	14.7				17.8				19.1				17.7				
	1976/77	15.1				16.9				18.8				17.4				
	1977/78	16.2				17.1				19.3				18.0				
6.2 Expenditure on staff as percentage of total revenue expenditure		%				%				%				%				3.7 as percentage of 1.1
	1974/75	55.8				52.2				50.4				52.2				
	1975/76	56.2				53.0				50.7				52.6				
	1976/77	55.7				52.6				51.9				53.1				
	1977/78	55.1				52.7				51.5				52.7				
6.3 Expenditure on provision and maintenance of premises as percentage of total revenue expenditure.		%				%				%				%				1.2 + 4.2 as percentage of 1.1
	1974/75	14.6				17.9				15.5				15.9				
	1975/76	14.6				17.6				15.9				16.0				
	1976/77	14.8				18.0				16.4				16.4				
	1977/78	14.4				17.3				15.7				15.8				
SOME MEASURES OF OUTPUT																		
7.1 Annual issues per head of population	1974/75	11.15				10.53				11.25				11.06				CIPFA PL Stats Table G
	1975/76	11.5				11.0				11.7				11.5				
	1976/77	11.1				11.1				11.7				11.5				
	1977/78	12.0				11.3				11.8				11.7				
7.2 Books on loan per head of population	1974/75	0.66				0.54				0.62				0.60				CIPFA PL Stats Table F
	1975/76	0.73				0.56				0.67				0.65				
	1976/77	0.62				0.62				0.65				0.64				
	1977/78	0.69				0.63				0.66				0.64				

ANNEX 2

CORRESPONDENCE BETWEEN CHAIRMAN OF THE LIBRARY ADVISORY COUNCIL AND SECRETARY OF STATE

20 November 1978

Rt Hon Mrs Shirley Williams, MP
Secretary of State
Department of Education and Science
Elizabeth House
York Road
London SE1 7PH

Dear Shirley

I am writing to you at the request of your Library Advisory Council, following its November meeting. At the meeting the Council considered the framework of a possible eventual report on its study of the future development of library services and discussed the relation of the project to the recent recommendation by the Expenditure Committee that a committee should be set up to examine as a matter of urgency the whole relationship between the Department, national, public, university and other libraries and library advisory councils.

A number of members of the Council made it clear that they shared the view of the Expenditure Committee; they regard the question of the roles and relationships of the responsible bodies as fundamental to a review of future developments, and expressed reservations about the ability of the Council at present to deal adequately with all aspects of the review. The matter was fully discussed and I am glad to be able to report that a general consensus was reached, both on the needs of the current situation and on the immediate steps which might be taken. The Council is agreed that a national enquiry on the lines recommended by the Expenditure Committee is needed. It was also agreed, however, that despite the reservations about its capacity to undertake all aspects of an enquiry of the scope and scale required, the Council should ask a working party to press ahead with the preparation of an interim report to be presented at the Council's April meeting. It will be focussed on the question of the roles and relationships of the bodies concerned. Future action will be decided in the light of that report and the prospects of interim action on it.

Finally I was asked to convey to you the views of many of the Council's members that, should progress prove to be unsatisfactory, the case for an altogether independent enquiry would become irresistible.

Yours ever

Dick Leonard
Chairman
Library Advisory Council
(England)

Dick Leonard Esq
"The Economist"
25 St James's Street
LONDON
SW1A 1HG

14 December 1978

Thank you for your letter of 20 November, following the November meeting of the Library Advisory Council.

I very much welcome the fact that the Council have agreed on a constructive programme of work. As you know, I look to the Council for expert and independent advice on all aspects of the library world, and I am quite content that they should decide to start their review of future developments with an examination of the roles and relationships of the various bodies concerned, including the Department.

I have taken note of the rider at the end of your letter. I realise that strong feelings have been expressed, but I am confident that now that work has started the Council will have no need to be discontented with its progress. The working party have a challenging job to do: I am looking forward to having the interim report next year, and I hope you will make a particular point of letting me know how the Council would then propose to proceed.

SHIRLEY WILLIAMS

ANNEX 3

LETTER FROM THE CHAIRMAN OF THE LIBRARY ADVISORY COUNCIL SUBMITTING THE REPORT TO THE CHANCELLOR OF THE DUCHY OF LANCASTER

29 May 1979

Dear Chancellor

During the course of last year the Library Advisory Council gave a great deal of thought to the future development of library services. In November, following a report from the House of Commons Expenditure Committee which showed concern over the organisational and administrative aspects of the present position, the Council was invited by the then Secretary of State for Education and Science to carry out, as a preliminary to a wider review, a study of the organisational and policy framework within which libraries could operate most efficiently and effectively in a coordinated library service. The Council accepted this task, though with reservations in certain respects on the part of some members; a working party was commissioned which reported just before Easter. The report was received and endorsed at the Council's April meeting.

As the Council's chairman I have been asked to submit the report to you with the Council's wholehearted support for action. The Council strongly hopes that as a first step you will agree to the publication of the report so that interested organisations and individuals have the opportunity to make their views known.

As you will see, in addition to describing the existing provision of library and information services, the report analyses present problems and indicates what needs to be done. Fundamentally, there is call for greater interest and a much more vigorously encouraging attitude by the Government towards the library services. In addition the Council sees the need for a strengthened role for itself and for an annual report to Parliament specifically about libraries.

The report mentions a number of areas in need of further study, including the changing objectives of libraries, the impact of technology and the economic factors which are of course so important to the future of the services. The Council has, however, decided to await the outcome of your consideration of this report before considering a review of one or all of these other issues.

The Council, and indeed all quarters of the library services, will be most interested to know the views of the new Government on the report. If you would find it helpful, both Mr David Shapiro, the Chairman of the working party, and I should be very pleased to meet you and offer further briefing. In any case, when you have had a chance to consider the report, may I extend to you an invitation to visit the Council at a forthcoming meeting either to discuss the report itself or for a more general exchange of views about libraries? I know how much this would be appreciated by all the members.

Yours ever,

Dick Leonard
Chairman
Library Advisory Council (England)